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ABSTRACT

Within a framework attempting to be at once idealistic and fiscally responsible, this paper assesses the effect of declining enrollment in Ontario on professional development and presents a comprehensive proposal that includes a flexible working model. The study is based on personal experience combined with a thorough search of the current literature. An analysis of the objections to professional activity days brings the author to the conclusion that the present system is not cost effective. He suggests several changes in number and emphasis of such days. The author also identifies 40 areas in which inservice training is essential and reviews the approaches to inservice education in several different countries. Finally, he proposes initiation of a comprehensive professional development plan to be funded jointly by the ministry of education and teachers. This plan entails greater participation by teacher preparation institutes and a liberal leave of absence policy that would permit more teachers to work in a period of declining enrollment. (Author/WD)

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PROFESSIONAL DEVELOPMENT AND DECLINING ENROLMENT IN ONTARIO

JOHN GIRHINY, B.A., M.Sc., Ph.D.

MAY, 1978

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COMMISSION ON DECLINING SCHOOL ENROLMENTS IN ONTARIO (CODE)

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PROFESSIONAL DEVELOPMENT
AND DECLINING ENROLMENT IN ONTARIO

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This study reflects the views of the author and not necessarily those of the Commission or the Ministry of Education.

DEC 1 2 1980

About the Author

Dr. John Girhiny has been an educator at all three levels of the educational system - elementary, secondary and tertiary. His credentials in professional development include:-

1) Founding director of the Leadership Seminars in Mathematics (Ontario Mathematics Commission et al).
2) Dean of Program for an open concept and open area comprehensive school
3) Invited speaker by the Hungarian government to address the International Colloquium on the Theoretical Problems of Teaching Mathematics in the Primary Schools.
4) Professional Development Co-ordinator (O. E. C. T. A.).
5) One of two teachers invited to represent the World Union of Catholic Teachers at the United Nations sponsored I. B. E. conference for Ministers of Education of member states.

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Setting the Scene

In this monograph, the author attempts to apply personal experiences of a local, provincial and international nature combined with a thorough (though not complete, assuredly) search of current literature on similar problems to the current situation in Ontario in the hope of developing alternatives. The effect of declining enrollment on professional development can be at a personal (child or educator), system or provincial level.

The progression in this paper follows from a brief look at the present situation with respect to professional development; follows through arguments pro and con, situations throughout the world, alternatives in Ontario, and concludes by presenting a comprehensive proposal including a workable model which can be modified as more current information becomes available. The author attempts to be both idealistic and fiscally responsible.

As the commissioner and others concerned must read and assimilate a wealth of printed material every attempt will be made to be brief. In addition, because of the limitation of time and funds, the inavailability of some statistics when required and the possibility of overlap with other projects, some areas are not developed as fully as desirable. If the reader feels further details are necessary, he/she should contact the author to determine the best possible way of obtaining the required information.

The Present State of Professional Development

Professional development in Ontario at the present lacks any cohesive organization. It is the responsibility of many institutions which, for the most part, act independently of one another. Many have decried the lack of co-ordination within professional development for some time but little has come from the lamentations. Ministerial courses offered by the Ministry of Education, the faculties of education or local boards are one of the items included in professional development. So also are regional professional development committees, local board workshops and talks, federation workshops/seminars, university/college courses, degree programs, teacher association workshops/seminars, locally organized professional development days, programs and activities of the Ontario Institute for Studies in Education, activities of specialized organizations catering to particular needs together with a myriad of other activities which are not easily categorized. Fees for courses are normally paid by the individual involved.

The professional preparation of a teacher usually consists of one year or its equivalent. During this year there are in-college courses as well as practical experiences via observation and the practicum. The amount of time spent on each of these components varies from institution to institution. Teachers for the elementary and secondary levels are now required to possess a bachelor's degree prior to certification. Several years ago, during the teacher shortage period, individuals were being certified after grade twelve or with one year of preparation after grade thirteen. There are no compulsory courses for admission to the teacher preparation program and hence prospective teachers come with significantly diverse academic backgrounds. Upon certification there is no continuing program or support from the preparing institute to the certified teacher and no co-ordination of the offerings available.

The past thirty years have seen many types of certification processes especially at the elementary level. In the past twenty years Elementary School

Teaching Certificates - Standards 1, 2, 3, 4 were introduced. High School Assistants Certificates were issued in classifications Type B, Type B endorsed and Type A. Over the past five years there has been much discussion concerning the issuance of only one certificate and the introduction of a teacher's record card.

Until recently all professional development after certification has been acquired after hours, during the vacation period or, in rare instances, through release time. The Ministry of Education has now introduced professional activity days each year, some of which could be used for professional development at the board's discretion. The use of these days has been the subject of much controversy and will be dealt with in the next three chapters.

This pattern is not significantly different from that which developed in other countries. Most countries faced a period of time in which it was exceedingly difficult to obtain "a warm body" in each classroom. Many nations have now solved the quantitative problem and have directed their energies and fiscal resources to the qualitative problem. Some discussion of activities in other countries follows in chapter seven.

Arguments Pro and Con

Other than the occasional teacher who feels that certification is an end as opposed to a beginning, very few individuals would question the merits of teachers continuing to upgrade themselves academically and/or professionally. The arguments against professional development centre around the costs and timing of such activities. Here costs refer not only to the actual costs relative to the professional development program but also to associated costs which result, such as higher salaries from higher category placement.

On April 18, 1978 the Globe and Mail carried an article on page three with the following headlines (minor) "Parents dislike professional development" and (major) "Boards cut teachers' days off". Immediately upon beginning the article one finds an entirely different situation than expected from the headlines - "Many parents and some teachers don't like professional development days, so more Ontario school boards are deciding to cut the number of such days for teachers". We see that the objection is not to professional development but to professional development days. We see also that the board is not cutting the number of teachers' days off but reducing the number spent in this type of activity. Some of the arguments usually heard are then cited. "I don't think they require all those days". "Teachers..... have time in the summer and time after school". "With declining enrollments, teachers probably will be older and more experienced so they don't need as much time (for professional development)". All of these quotes are attributed to the board chairman. In the same article, a member of another board is quoted as saying "The teachers don't need to continue and continue the professional development. It's repetition at the expense of the board".

One cannot but hesitate to wonder whether this same official would wish to have as his medical advisor someone who did not continue to develop himself/herself professionally. Would he be satisfied with ten or twenty year old medicine in a serious situation? Do his children deserve less? Who ultimately pays for the physician's upgrading?

The trustee of another board is quoted in the same article as follows: "some of the elementary teachers were upset, but the parents do need babysitters then". Comments such as those attributed to still another board chairman raise concerns in thinking adults as to the actual worth of professional development days when she stated "In the rural areas, we have the days at the first and the end of the year so children can help with the harvest". So much for professional development days to assist and enhance the school program.

Let us try to simply list some of the common arguments against professional development. Keep in mind that most of these are directed against professional development DAYS.

1) Babysitters are required.
2) Disrupts the home schedule.
3) The days are not worthwhile or profitable.
4) There are isolated cases of abuse i. e. teachers using them for recreation. (The exact meaning of isolated is difficult in this case as the number of instances is difficult to document.)
5) Pupils need the class time more than teachers need the professional development.
6) Adequate other time is available e. g. after hours or in the summer.
7) They are repetitious.
8) There is an apparent lack of intrinsic connection between the school program and professional development day activities since they can be cancelled to make up for days missed, placed virtually at will to appease parents by producing long week-ends, et cetera.
9) Teachers are getting older (more experienced) so they don't need it.
10) Teachers are wary of in-service because too many programs have been poorly planned, underfinanced and unrelated to the needs of the participants. Many consider in-service inadequate.
11) Professional development is a costly undertaking.

12) Historically, priority has been given to pre-service education and little attention has been paid to in-service.

13) Effective in-service education cannot be developed without collaboration among all constituencies.

14) In-service is considered only as an updating from pre-service.

15) Teachers to-day are better qualified than ever before.

16) A certified teacher is a finished product, marketable and capable of semi-independent growth.

17) Beginning teachers have complained that in-service programs do not meet their needs.

18) The diagnosing, prescribing and programming for a beginning teacher cannot be done by a principal whose management responsibilities are so diverse that he/she has little time for staff development.

These arguments may be divided into three categories. Numbers one through eight concern professional development days, nine through eleven apply to both professional development days and professional development, and twelve through eighteen strike to the heart of the matter, namely, the continual professional development of teachers. This author proposes to consider professional development days first, in the next chapter, followed by the essential consideration of professional development as an entity in chapter six.

P. D. Days - A Misnomer

Let us begin by clarifying the situation. The Ministry of Education has set 185 days as the minimum school year. Local boards of education may designate additional days as school days up to the yearly maximum or they may choose to use some or all of these days for professional activities. These professional activities may be professional development talks, seminars, etc. or they may be in-school days where principals meet with the teachers relative to administrative matters, teachers mark students' work, teachers assess student progress, teachers meet parents to advise them of pupil's progress, etc.

Returning to the Globe and Mail article we can state that parents do not dislike professional development per se, for many are delighted to be invited to the schools during the day to meet with teachers. Some parents dislike having children around the house, their personal plans disrupted and the extra expense of finding another babysitting agency. With respect to the board cutting teachers' days off, the professional activity days are compulsory attendance days for teachers. Only the students have released time. These items seldom are brought to the realization of the public. Much of the problem lies therein.

This author agrees that for some individuals the professional activity days are disruptive and do require the additional expense for child care. These are justified if the time spent is worthwhile and of ultimate benefit to the child, otherwise, it is not. Similarily the arguments against are not justified if schools are viewed as child care centres. Surely this function could be achieved in a far less expensive manner.

If the days are not worthwhile and profitable, if there are instances of abuse then the days should be abandoned and not reduced in such cases. Pupils need the time more than teachers only if there is a more meaningful use of time with the students present than there would be as a result of the activities engaged in by the teachers. Anyone who has been in a school for any length of time knows this is not the case. This ineffective use of time is

not usually a result of a lack of inclination but rather a result of ignorance and inadequacy.

Let us now address the comment that adequate other time is available. If one looks at only professional activity days then it is certainly possible to conclude that these few days could, for the most part, be assimilated into the period of time when students are not in attendance. But this has several dangers. First, this time is already being used by many teachers for "upgrading" activities and courses. Secondly, most teachers continue their teaching duties and/or extracurricular activities in this time period. Thirdly, the majority of teachers after accomplishing all that is expected of them relative to the school system find very little time and/or energy to profit from professional activities. As an example that others have noticed this difficulty one needs only to speak to professors conducting extension courses or consult the literature to find a noticeable difference in performance by extension and regular students.

The argument that these activities are repetitious is more difficult to deny. Most individuals will admit that there is very little, if any, co-ordination of activities by those conducting professional development sessions. This author is most concerned in this regard and recommends changes specifically to remedy this situation. Co-ordination is lacking and is most necessary. Whether this is imposed or attainable through other means is difficult to know for certain. Both approaches are discussed later.

The arbitrary placement of professional activity days and the ease with which they can be cancelled or changed reinforces the notion that the days are not really necessary and/or not intrinsically related to the curriculum of the student. The placement of days at the beginning and end of the school year so that students can help with the harvest, obtain employment or take holidays with their parents at times different from the majority do little to enhance the credibility of professional activity days. It is precisely this attempt to accommodate the parents that is self-defeating. While enjoying this time off

parents and students appear to assume that teachers are doing likewise and that somehow they are being victimized in a most ingenious fashion. Perhaps, in some cases they are?

The next three points could apply both to professional development days and to professional development in general and hence will be touched upon briefly here and discussed more thoroughly in chapter six. Studies have shown that more experienced teachers have significant needs in the area of professional development. In addition, with the shift to an older and more experienced teacher population more professional development will be necessary if one wishes the education system to improve since there will be less "new blood" to strike a balance. Teachers who have expressed concern relative to professional development activities have contributed to the uneasiness of the general public. Again there is some misinformation and misconception present. The concern is relative to the present use of the time and not against professional development per se. A program suited to teacher needs would generate a positive image and help to alleviate some of the fears of the general public. One cannot fault teachers who are faced with courses of little or no relevance and professional development days consisting of talks to the multitude. Not all teachers have the same problems and whereas the occasional talk by an inspiring person is most necessary it can be and has been overdone.

Concerning the cost question, professional activity days have very little cost associated with them in a real dollar sense. Let us clarify. There is very little additional money expended in order to have professional activity days. Teachers are on salary and therefore are paid regardless of the activity in which they are engaged. A comprehensive professional development program would have additional costs. In addition one is faced with an age old adage that one never receives more than that for which one pays. The amount

of money haphazardly expended presently is too little but increases without planning will not bring about improvement. Studies in the U. S. A. document this. One expects similar results here. Simply stated, the present system is not cost effective. Given the present climate it must be.

P. A. Days - A Proposal

Having examined the arguments, pro and con, for professional activity days this author is prepared to make the following recommendations based upon the current climate.

It is recommended:-

1) That professional activity days be separated from professional development days and so designated.
2) That the number of professional development days per year be struck at three on the basis of one day for school-based professional development, one day for system-based professional development and one day for teacher associations/profession-based professional development.
3) That the number of professional activity days required to effectively administer a given school system be determined by the board concerned on a yearly basis.
4) That the dates of professional activity and professional development days be chosen so as to provide for a reasonable likelihood of benefit to the educational system and not on a basis of "convenient" days.
5) That regulations be developed to ensure that activities on regular school days are in keeping with the spirit and intent of these instructional days, namely, that meaningful educational activities are to take place for the majority of the students for the majority of the day. Here majority means more than simple majority, almost all students should be involved.
6) That officials and the media refrain from referring to professional activity and professional development days as "days off".
7) That professional development be continued in a systematic, organized and co-ordinated manner through means other than professional activity and professional development days. Alternatives are listed in chapters eight and nine.
8) That all involved strive to obtain maximum benefit from the time allowed.

Rationale

It is expected that the implement ation of these changes would reduce the negative aspects associated with current practices. It would have the overt effect of reducing the number of professional development days while at the same time maintaining a realistic number of them. Direction in the use of these days is also given by the indication of the base to be used with respect to professional development days. The recomm endations point out clearly that professional development is viewed as being the responsibility of the teachers, the teacher associations, the board and the individual school principal. The minimum school year would be maintained and some of the current abuses of "regular school days" might be avoided. Flexibility would still be available to the boards as they select which days are to be used as well as the number and use of the professional activity days.

More benefit could be gained from three well-planned, well-executed days than from any number of days currently being taken with less than adequate preparation. Long range planning might result. Teachers and administrators, realizing the need for inputs of various types and the limitations presently constraining them, would appropriate the time available more wisely and make arrangements further in advance. With the support of other professional development methodologies individuals could concentrate for professional development days upon those items which could most effectively be dealt with in one day.

Separating out professional activity days, possibly changing the name to administration days, would regularize the time spent on such activities and hopefully ensure that instructional days are precisely that. The avoidance of misleading statements would restore and/or maintain the public confidence in teachers, administrators and trustees.

Professional Development - What Should It Be? - Do We Need It?

Heretofore there has been no response to the seven arguments listed in chapter three against professional development. In addition, there were three arguments to which the response was cursory and hence further comment is necessary.

With the exception of two arguments, namely, teachers are getting older (more experienced) so they don't need it and a certified teacher is a finished product, marketable and capable of semi-independent growth, this author must agree with the other eight arguments listed. Not only does this author agree but most of the literature on the subject - worldwide- also concurs. This is not a condemnation of professional development but is a critical reaction to the present state of professional development. The title professional development could be claimed to be a misnomer for the present situation.

The two exceptions will be described first.

With declining enrollment in the schools usually comes a reduction of teaching staff. (Whether this should be so is another argument.) Current practice in most localities and most countries is the principle of "last in - first out" with no new hirings. The combination of shrinking enrollments and diminishing budgets (in constant dollars) has drastically reduced hopes of improving schools through the infusion of new teachers hopefully with new ideas. Practicing teachers no longer see their credentials as passports to job security and geographical mobility. They consider themselves lucky to be employed anywhere and most are holding on, digging in, and staying put. If education is to be improved, the task must be shouldered by teachers who are already on the job. The average age and the average number of years of experience are both increasing. Many principals equally fearful of the

future are holding on, digging in and staying put in an educational sense as well as in a personal sense.

Many principals, too many, appear to have such a feeling of inadequacy that they have abandoned educational philosophy and have become political animals (political with a small p - note please). To these "leaders" retrenchment has become entrenchment and any gain of the past few years is rapidly being lost. They are leading the way to a rapid decline of morale - teacher and student - while at the same time providing the students with questionable educational practice. The familiar battle cry of "Backward charge" appears to be their motto. They are only interested in protecting their positions and do not concern themselves with the student at all. "Don't make waves" "Turn back the educational clock." This author has personally met some of these principals. They do exist. If this feeling of entrenchment spreads, as most things do, the students who will be a product of that time will be most unfairly dealt with.

Changes in society and the role of the school in society preclude any return to the "good old days". It is simply impossible. Pressures for change will increase in the future from beyond our nation's boundaries e. g. forces of discontent force us to realize the international community and international brotherhood.

Given this attitude, given the shift in average age, given the imbalance to be produced by no new hirings, and given a significantly reduced mobility factor it is not difficult to see the future state of education to be considerably more static than it has been. The only unkown is whether it will be more static, stationery or regressive. Only an immediate change in direction can prevent this. The balancing force, the moving force, must be professional development. More professional development, better professional development, is needed now more than ever before.

The second statement to which this author takes exception is the one concerning the state of a certified teacher. Most educators would agree that a neophyte teacher is not a finished product but is in a readiness stage to begin teaching. The gap between the ideal situation as understood during training and the real situation in the schools has still to be bridged. Growth can take place semi-independently if the motivation is high enough. In most cases intrinsic motivation, sad to say, is seldom strong enough to be maintained for long. The present and projected future sees the idealism of the neophyte further constrained and its replacement by complacency accelerated. Extrinsic motivation has been reduced as there are fewer salary levels to progress through and fewer opportunities (if any) for upward mobility. Combine these factors with the entrenchment syndrome and most teachers will become, of necessity, self-protective - turning inward rather than outward. Feelings of futility are already present and the crunch has just begun.

Now, the remaining eight points will be discussed as an entity together with a consideration of what professional development ought to be.

While the statement that teachers are better qualified now than ever before is true it is also false. That teachers have spent more years in an academic institution prior to certification is undeniably true. The question is whether this academic background assists the teacher and hence the students or not. Certainly first year teachers are older and hopefully more mature. But, the entrance requirements do not specify any particular undergraduate course work or background and hence from an academic viewpoint the teachers may not be any more prepared than before. In fact with the recent changes in the secondary system the academic backgrounds are considerably more divergent than previously and teachers could be "less qualified" academically than previously. This is, however, not the essence of the question.

The period of preparation of prospective teachers has not been extended. Hence major changes in teacher preparation could not have taken place. The ability to communicate with students, to understand their needs, to assess their progress, to diagnose their problems, to determine content, etc. is still necessary and relatively at the same stage as it was many years ago. There has been some improvement at the teacher preparation level but this is probably neutralized by the number of years students have spent away from elementary and secondary schooling personally.

The argument here is not to do away with the bachelor degree requirement but rather to realize that a solid academic background is necessary together with the ability to understand and execute the methodologies necessary in teaching.

What is Teaching?

Permit a slight digression since it will focus the direction of the balance of the paper as well as give some unity to the previous pages.

According to Hawkins "To teach means to facilitate learning by surrounding the child with, and helping him into, situations where learning can take place".[1] It is this philosophy, that a teacher is a learning facilitator, to which this author also subscribes. We must, in education, become learning-centred and learner-centred. The buildings, the expenditures are not for the glorification of some individual or system but rather the buildings, the expenditures, the personnel are there to provide a controlled learning experience for the student. The student is the centre. It is the student who must be served. Learning begins when children seek the answers to their own questions and curriculum can and should be developed from the the child's immediate environment. From this beginning point, the teacher can build a flexible curriculum incorporating the basic skills of reading,

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[1] David Hawkins, The Informed Vision (New York: Agathon Press, 1974), p. 18.

writing and mathematics into a learning experience that relates to the world out side the classroom. The curriculum should not stop at those three subjects of course. The entire curriculum necessary for effective living should be developed. (The content of this curriculum is beyond the scope of this monograph.) The curriculum is fluid though never unplanned.

The feeling of learning with the students helps the teacher to grow as an individual and a professional. The teacher's responsibility is to place students in strategic positions for making explorations and to draw from these explorations to the maximum of the student's ability. A fixed curriculum is really an anomaly if one accepts that students and environment are two of the cornerstones upon which a curriculum is built. This is not to say that there cannot be a "permanently tentative" curriculum. (The reader is referred also to The Mathematics Program and Declining Enrollment by this author.)

Teachers must restructure their own understanding of the subject matter so as to offer students greater options for learning. Teachers must be involved in constructing their own curricula since the enthusiasm and interest of the teacher is of great importance. Teachers cannot be expected to do this without assistance in an on-going manner. It is not that we have a top-heavy educational system, it is rather that we have educators whose time is entirely devoted to management (for which they have not been trained) and necessary administrivia. There is an apparent feeling that everyone is there to keep the "system", whatever that is, alive and functioning. Teachers must learn to observe children closely in the classroom, to listen to their language, to value their work with materials, to respect their thinking, to enjoy their curiosity, not to expect all children to develop at the same rate, and to accept the ups and down of normal development in any one child. In many schools there is a large gap between child development theory and existing classroom practices. The burden should be on the teacher when a student has trouble with learning but the responsibility must remain with the

student for his/her learning. (The reader is referred again to The Mathematics Program and Declining Enrollment by this author.) The teacher must be a diagnostician who observes, listens and then plans for the student's progress. Struggling with new, difficult concepts is an important stage in learning. Frustration currently present in classes must be changed to challenge, a somewhat more relaxed concept of eager curiosity to deal with a relatively difficult problem. Similarily, lethargy must be replaced by a healthy attitude of coping with challenge.

Definition of Professional Development

Professional development (in-service education) should not be considered an up date from pre-service education. The professional development of teachers is a career long activity which begins with a pre-service component, the majority of which is theory; followed by a second component, the majority of which is practice; and continues through a third component, the preparation of a teacher scholar. The second and third components are normally referred to as in-service. It follows automatically then that professional development needs to be co-ordinated not only in its post-pre-service components but also there is a definite need to have a co-ordinated approach for teacher preparation embracing the pre-service and in-service components.

Nature of Pre-Service Education

There are, in general, three areas of development - academic, professional and personal.

It is important for all teachers to have a solid liberal education as well as the academic depth resulting from some specialization. This gives a solid academic basis and an appreciation for the process of in-depth learning necessary to develop the potential of each student.

Professionally competent student teachers will have some knowledge and some understanding of human development and needs, the learning process and different learning styles, the content of areas of knowledge and the process of curriculum building, the nature of the society in which they will function the skills and techniques of the teaching profession and their own individual teaching style.

Personal development should result in a maturing of the total person. Compassion, patience, moral development, perceptiveness, industry, etc. ought to grow. Student teachers should come to realize through their own development that child development is really the name of the game of education.

It can be seen from the above that even this short summary cannot be achieved in the course of one year of pre-service. There is much which can be done best in the pre-service setting. It is not advocated that we turn to an essentially apprenticeship model. Such a movement would return us to a knowing-the-technique situation in lieu of the understanding and diversity of action that comes with "knowing why". At the colleges/faculties students have the opportunity to crawl and walk before they must run.

Identified Areas of Necessary In-service

The following is not an exhaustive list by any means. It is assembled as a result of consultation and experience in Ontario together with a cursory examination of current literature. Only those items are included which are pertinent to Ontario. Teachers are not a homogeneous group and the needs differ greatly.

1. Evaluation - how to, different methods, balanced tests, referenced tests, appropriateness, dangers, benefits, non-written tests, evaluation is more than tests and exams, diagnostic testing, classroom strategies consistent with diagnostic testing.
2. Moral education - the development of a "moral person", role of the individual and society. Moral education is not a course. Are the teaching methods employed moral?
3. Subject development - keeping abreast with current developments in area of expertise, filling in the gaps resulting from deficiencies in prior education.

4. Teaching strategies - different types, assistance in using any particular one, assistance in selecting the appropriate methodology, personal redirection.
5. Curriculum development - ability to devise and revise curricula.
6. Processes and procedures for adult learning for professionals - danger of using the same ones as for pre-service.
7. Integration of the various components of the curriculum, making the curriculum relevant to non-school life.
8. The understanding of new ideas and concepts.
9. Recognition of an overdependence upon the "dispensing knowledge" function.
10. Understanding of cultural and socio-economic backgrounds different from the teacher.
11. Development of the skill of rigorous self-analysis by the teacher and then by the students.
12. Development of creativity, insightfulness, sensitivity, tenacity, etc.
13. Effective team teaching.
14. Implementation of new guidelines.
15. Career/life counselling - sufficient current knowledge of real world alternatives to assist students and parents in decision making.
16. Open education - open area and/or open concept.
17. Student centred education.
18. The skill of observation.
19. Effect rapport - how to establish and maintain.
20. Coping with administrivia.
21. Recognizing the teachable moment.
22. Effective record keeping.
23. The skill of effective diagnosis.
24. Learning difficulties - recognizing and dealing with them.

25. The sex role question.
26. School management.
27. Internationalization of education.
28. Computer possibilities.
29. Goal setting and evaluation.
30. Humanistic teaching.
31. Internalization of child development theory.
32. Future studies - skills in anticipatory decision-making.
33. Programmed challenges.
34. Sensitivity training.
35. Values clarification.
36. Developing critical thinking skills.
37. Understanding decision-making processes.
38. Higher-level questioning skills.
39. Effective research - especially in-field research.
40. School law.

Rubin[2] suggests that in-service is probably more important than pre-service. Whether it is or not is a moot point. In-service certainly IS important and certainly is MORE IMPORTANT than the present time and resource allocation would suggest.

The majority of pre-service programs have appeared to operate on the assumption that the prospective teacher can, upon employment, effectively translate a generalized body of knowledge and skills into a variety of school contexts. It is assumed that the fine tuning required for this transition will come from experience and responsibility. This might be valid if the teacher education institutions were preparing individuals for specific assignments but this is not the case. Possibly it is unfair to allude that this is the

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[2]Louis J. Rubin, A Study on Continuing Education of Teachers (Santa Barbara: University of California Centre for Co-ordinated Education, 1969) pp. 1-24.

responsibility of the pre-service programs. Certainly it is the responsibility of those who determine certification and this places it in the hands of the Minister of Education and his advisors. In the past the sheer number of bodies required precluded any consideration of the modification of the program but the times have changed and the truncated approach to teacher education is no longer wise. The Ministry of Education must now show leadership in this area.

Another alternative to rationalize this approach in pre-service would be to have present a co-ordinated in-service program to meet the needs of the teachers as a result of their teaching assignments relative to their preparation. Presently there is NO comprehensive induction or support program. The best presently available is the practice of orientation days at the outset. These days are devoted primarily to technical and organizational concerns.

We seem to blur or ignore the difference between entry-level proficiency and mastery-level proficiency. Possibly because we have no accurate way to measure it. The failure to make this distinction and the failure to assist the teacher to mastery-level is the most important short-coming of teacher education.

Teacher educators have brought the candidate to the position that he can enter the classroom with some competence but the "field" pretends he is an accomplished teacher. He/she receives the same assignments and treatment as a veteran teacher. This is a scandal and has allowed teacher educators to become the scapegoats for virtually all the shortcomings in basic education. It has driven promising and idealistic young people from the profession and embittered a large percentage of the incumbents in the profession. These people are the future. They will be our schools for the next twenty or thirty years.

With the Griggs decision in the U. S. A. pressure will be exerted to demonstrate predictive or criterion-related validity. Because of our proximity and because we live in a more global world now, these same pressures will be exerted here as well.

Very little attention has been paid to the diagnosing, prescribing and programming for beginning teachers by principals. This may be a result of inability or inadequacy or management responsibilities so diverse that little or no time is available for staff development. Both beginning and experienced teachers have complained that in-service programs do not meet their needs. Education degree programs seldom have relevance to the teacher's classroom problems, both because of the nature of the degree programs and because of the nature of the instructor (often without any personal classroom experience). This has resulted in a negative attitude towards in-service programs. Haphazard, unco-ordinated, poorly planned, poorly financed, unrelated activities have resulted in an in-service program which charitably could be referred to as inadequate. There is a need for co-ordinated, comprehensive and relevant professional development. Effective in-service cannot be developed without colloboration among all the constituencies involved in education.

Collaborative attempts have floundered in other places. There have been many reasons for these failures. Three main ones emerge.

1. The public fails to comprehend the structure of the university, particularly its value and reward system. Universities have not been able to provide sustained support even in cases where there was enthusiastic initial participation due to workloads. Most non-education faculties spend little time on field activities. Hence teaching loads and university expectations do not reflect adequately the time spent in off-campus services. Universities, in addition, often fail to understand their own purpose, operating perhaps from

an antiquated set of priorities. Faculty who volunteer time to in-service work must weigh carefully the personal consequences. Promotion and tenure are still almost exclusively governed by scholarly writing.

2. The in-service planning and resources of schools are woefully inadequate and the university/college has invested little effort in designing workable collaborative arrangements. There is no extension of that which was undertaken in pre-service and no framework for comprehensive in-service independent of pre-service. Planning must be done and initial ventures after this planning must be carefully done and adequately funded to regain the confidence of the market.
3. Both universities and schools could be considered as parasites upon one another. This is not a wilful act. In-service programs often grow out of such considerations as faculty availability and reputation, voguish educational considerations rather than classroom and community needs, and personal-institutional rewards.

Briefly, responses to calls for in-service education have been haphazard. Systematic strategies, well developed and adequately funded, must be initiated. The deficiencies of the past must be recognized and future strategies must be developed which meet the needs and provide for positive in-service experiences. Collaboration is essential and so is leadership.

Other Plans in Other Places

Before directing our attention to alternatives for Ontario in terms of coping with the problem of professional development and declining enrollments it might be helpful to briefly look at approaches used in other countries. These strategies are a result of adequate numbers of teachers, i.e., countries where the quantitative problem has been solved and attention has been turned to the qualitative one. In Ontario this situation has been entitled the problem of Declining Enrollment. Most countries preferred to label their activities as problems in in-service education rather than in declining enrollment. The bibliography included permits the reader the opportunity to pursue any of these areas more fully.

England, Japan, France and the United States were among the first to develop teacher centres to meet in-service and pre-service needs of teachers. England has more than 600 such centres which have a friendly, informal and purposeful atmosphere. These centres allow participants to share human and material resources, to receive individualized and group assistance in a nonthreatening environment and to provide for professional improvement at the participant's own rate and on the participant's own terms. Objectives of teacher centres are listed in Evelyn DiTosto's article Professional Development Centres: 'The Maryland Approach' on page 3.

The United States has many collaborative in-service education programs including the Teacher Corps Project, In-service Education Associates, the University of California Cooperative Teacher Preparation Project, Project Merge, The Del Mod System and Teacher Education Consortia. In addition itinerant teacher trainees have been used in some instances. These are individuals who follow up on student teachers beginning their regular service.
Some of these are attached to universities/colleges and some are hired by the state. In Georgia there is a plan bringing together interns and externs.

In this approach the intern can earn a M. A. T. degree and the extern can earn a Diploma for Advanced Studies in Teaching if he/she already holds a master's degree. In Oregon the authorities coped with declining enrollment by reducing the P. T. R. and by increasing the number of special education teachers. Selection procedures and quotas were initiated for prospective student teachers and consideration was given to reducing the number of teacher training centres.

Quotas and screening procedures have been initiated for students wishing to enter teacher preparation programs at other localities as well. Proposals have been made and are presently being considered to extend the time spent in teacher preparation.

In Finland the term complementary training is used to indicate that type of professional development which lasts a short time (one week maximum) wherein a teacher can maintain and develop his/her professional skills (academic or pedagogical). Until 1971 this complementary training was voluntary and expenses associated with attendance at these sessions were borne by the teachers themselves. In 1971 these sessions became compulsory and the costs were now borne by the government. Regulations require teachers to participate in three training and planning sessions per school year (VESO) and also require two days of the school year to be reserved for transitory period training (SIVA). SIVA training is highly organized providing national trainers, provincial trainers and local trainers. VESO training has been left in the hands of the local organization but there is considerable discussion relative to organizing this aspect in a fashion similar to SIVA. In both cases the costs are borne by the government. Present indications are the SIVA and VESO will be combined into one five day compulsory program.

The Swiss educational system is characterized by federalism. Since 25 Swiss cantons (provinces) are responsible for in-service education it is

not possible to have a uniform concept of in-service programs (INSET). Yet there are two main trends, namely, obligatory in-service training (based upon continual educational innovation) and voluntary in-service education (a deepening of basic training). Presently there is a greater emphasis upon INSET than previously. In-service education is carried out partly during free time and partly during school time.

Germany carries out its INSET through state supported or largely state supported institutions. INSET can occur at a national, provincial or local level. Teachers apply for INSET (hence voluntary) but after being accepted all expenses are paid and release time is given. Notable differences from our province are the availability of INSET through correspondence and the fact that university contact study plays practically no role in teacher in-service. Germany provides one half year at full salary and all costs paid for INSET provided the teacher promises three further years of teaching after this sabbatical. Current plans indicate a goal of ten percent of a teacher's time to be spent on INSET.

The Australian goal is to achieve five days of release time for INSET per teacher per year. Significant infusion of government funds in 1973 for INSET activities caused a turning point to occur then. Presently operating are short courses and workshops, longer courses, residential centre activities, whole school withdrawal programs, local consultants, experimental projects and research into INSET. Most INSET is not compulsory.

The Japanese situation is interesting. At the elementary level, the present and projected supply of and demand for teachers is approximately the same (over supply of 3,000) whereas at the junior high school level the supply exceeds the demand by thirteen times. INSET occurs in three different ways:

(i) as part of the professional task - ordered by the board or school principal

(ii) upon exemption from their teaching duty - on approval of the principal (most INSET takes place this way)

(iii) annual paid leave - must be job related if teacher is to be paid.

It is assumed that teachers are free to spend their off-duty hours as they please but they are encouraged to continue their studies of their own volition during their off-duty hours. Most INSET takes place in a residence situation and is associated with a university/college. INSET is encouraged and provided for by law. Also included are short and long-term inspection trips to other countries, the expenses of which are paid for by the government. Five thousand teachers are sent each year for either thirty or sixteen days.

Recent improvements in teacher education in Puerto Rico include academic retreats, resource centres, the organization of the Caribbean Teacher Education Association, an experimental observation room and an expanded annual education conference.

Britain is currently struggling to keep alive the objectives of a full induction program for probationary teachers and a three per cent release for in-service training of experienced teachers. Approximate costs for the induction program in 1976 was £1,500. A commitment has been made to reserve twenty per cent of the places available at colleges for one term courses. Places are available due to a drop in the number of prospective student teachers. This twenty per cent space reservation would provide for three per cent of the teachers to be at in-service at any one time. The total costs (including replacement teachers) is approximately 68 million pounds for 12,000 teachers per year.

Teacher centres are being housed in vacant rooms as well as in entirely remodelled "surplus" schools. Estimated total expenditure on teacher centres is approximately 10 million pounds (1976).

Sweden's activity in INSET is extensive. The reader is referred to Marklund and Eklund's article in the bibliography for a comprehensive look at the Swedish situation. Some outline is presented here.

The term in-service education and training (INSET) is used in Sweden to encompass all kinds of training undergone by a teacher after receiving a teaching diploma with a view to developing and improving himself/herself as a teacher. It is conducted parallel to teaching, as part of the teaching assignment or quite independently during a sabbatical leave period. The view in Sweden is that INSET cannot be an isolated phenomenon and must be related both to the basic training received and to the daily work undertaken. INSET must also meet the requirements of the students and the goals for the schools. INSET can be initiated by the individual teacher but can also be recommended or required by local or central school authorities. There are twenty-four county boards of education who are responsible for the post-initial education of teachers under the central planning and co-ordination of the National Board of Education. Rules exist to guarantee the participation of parents, teachers and students. In Sweden's view these regulations coupled with a combined and co-ordinated effort at different levels are needed.

INSET is composed of study days, courses, continued training consultants, paid work experience, travel, and study leaves of one year. Since 1940 all teachers receive one week during the school year of compulsory INSET in the form of study days. These are usually discussion groups with either locally or centrally determined content. Courses are non-compulsory, occur usually during the summer and usually are the responsibility of six regional INSET institutes. These courses are voluntary, free of costs and participants are paid. travel and living expenses. The 250 continued training consultants at the 24 boards partake of the planning of INSET projects, produce study material for these projects and do advisory contact work in the school. Teachers in vocational education may go out to

the field for approximately a month with no loss of salary and with travel and subsistence allowances. Travel grants are applied for individually, primarily for foreign travel and usually by language teachers. All permanent teachers can get a study leave of 360 days during every five year period of service at seventy-five per cent salary. Approval comes from the school board. This possibility has proven to be of great importance to Sweden's educational system. Approximate expenditure for INSET, other than for study leave, is fifty million dollars per year (1976 estimate). The number of teachers involved is approximately the same as that of Ontario, namely, 110,000 teachers.

In New Zealand a recent committee on teacher training recommended that teacher education be seen as a continuous, integrated process; that periodic leave for professional renewal should be provided; that support of teachers during their first three years required action; and the retraining of senior teachers was critical. The recommendation was for a one term entitlement for every seven years completed with the entitlement being raised to one term in five years as soon as possible. It was the committee's feeling that this process should be begun by those senior teachers who have at least five years of service remaining.

Alternatives for Ontario

These alternatives are presented in no particular order and without any preferences listed. The intent is to provide a written "brain-storming" session. The reader is referred to the next chapter for a comprehensive proposal. Some of the suggestions in this chapter could be combined with the proposal for implementation.

1) Establishment of teacher centres in vacant classrooms or schools. The use of some of the teachers on a rotational basis would provide recognition to outstanding teachers without requiring any additional allowances and without removing them from the classroom on a permanent or long term basis. Additional teachers over-all would be necessary to provide for the "master" teachers necessary as well as to provide release time for teacher participation. Vacant rooms and schools would be utilized.

2) Extension of the period of teacher preparation to two years. This would immediately reduce the supply of teachers by providing for one year without new entries to the job market. The existing staffs at the teacher preparation institutes would be retained to accommodate the additional numbers resulting from the two year preparation period.

3) Establishment of continued training consultants. Present surplus teacher educators could be used on an itinerant basis to provide consulting services to teachers. Local boards could also employ several teachers in a similar capacity. A co-ordinated effort could be established. Teacher educators could prepare the board personnel.

4) Establishment of a degree/certificate program for the on-going preparation of teachers after the initial year in a fashion similar to the Georgia model. This would reduce the number of surplus teachers and increase the co-ordination between pre-service and in-service through the use of interns and externs.

5) Development of a pool of trained associate personnel. Teacher education institutions could provide programs for teachers selected

as associates relative to the practicum. This would enhance the co-ordination between schools and institutions as well as employ additional teachers on a short term basis so that associates would be free to attend the program at the colleges/faculties.

6) Pupil-teacher ratios could be reduced. This would require additional teachers. This should be possible since the number of taxpayers is increasing while enrollment is decreasing. Does the reduction of the P. T. R. provide more effective teaching?

7) Special education teachers could be added to school systems to provide additional services to the exceptional child.

8) Quotas could be established at teacher education institutions and the number of institutions could be reduced.

9) Release time could be provided for teachers in addition to or instead of professional activity/professional development days. More teachers would therefore be necessary to cover the assignments of teachers so released.

10) Sabbaticals could be initiated.

11) The sharing of teaching assignments by two teachers on a half-time basis with U. I. C. benefits for the other half year in both instances.

12) Teachers could be encouraged to find employment in a position related to their teaching assignment to obtain an understanding of the needs of the market. This is to be accomplished without loss of salary. The industry might benefit from the introduction of a different approach used by the teacher.

13) Establishment of a comprehensive and periodic program of in-service education requiring teachers to attend for approximately four months every five to eight years. The costs of this program would be borne by the provincial government.

14) Establishment of travel programs for teachers on a voluntary basis at full salary.

15) Encouragement of team teaching situations with the introduction of a new teacher to a team of three to five regular teachers without any increase in the number of students.

16) Provision for one teacher in each school (or several small schools) to be responsible for and to encourage professional development.

17) Maintain the status quo and provide U. I. C. and welfare benefits to those declared redundant. Surplus schools could be boarded up or sold to interested parties.

18) Provide substantial scholarships in adequate numbers on a competition basis to enable teachers to gain additional degrees.

19) A full induction program for new teachers could be established.

20) New teachers could be assigned to two experienced teachers for the first year to work with each for one-half the year on a shared responsibility basis.

The author is sure that this does not exhaust the possibilities but other alternatives escape the conscious for the moment. A cost-benefit analysis of each of these has not been done as it is beyond the scope of this report. A brief indication of possible benefits has been included in most cases to stimulate thinking.

A Comprehensive Proposal

Although every attempt will be made to make this chapter self-contained it is strongly advised that this chapter be read in conjunction with the preceeding three chapters.

This comprehensive proposal is an attempt to satisfy the following identified needs:-

1) to improve the quality of education received by the students in schools operated under the Ministry of Education
2) to improve the professional status of the teachers employed in the schools
3) to develop a program to reduce totally or significantly the number of teachers unemployed
4) to develop a program which bears in mind the severe constraints upon the fiscal situation.

This author takes the position that the professional development of teachers is urgently needed. It would benefit both teachers and students. It must be done in an organized, comprehensive and co-ordinated fashion. Some legislation is required but, in so far as possible, the teacher should have an individually tailored program which he/she has designed and to which he/she is committed. This is not a static plan which cannot be changed over the lifetime but rather with broad objectives for the long term, specified objectives for the shortterm and modifications made consistent with both. The author further takes the position that the present situation of professional development is woefully inadequate, cost inefficient and unco-ordinated. Finally, the very real possibility of a teacher being unemployed is counterproductive in the educational system and the high unemployment rate is detrimental to society as a whole.

This bold stand ought to have some explanation provided. Permit this then to occur prior to embarking upon a description of a possible solution.

Most organized in-service consists of lectures from experts which

appear to be ineffective. Possibly this is because the speaker lacks credibility. "Can he really do that?" "He doesn't have our situation". "We have enough to do to try to survive without trying his innovative ideas". Teachers operate in an unrelaxed and insecure environment. There is constant pressure to control everything. They are continuously distracted from big important things by little urgent things. The objectives are complicated and controversial while the judgement of success is subjective. It is never possible to please all the people all the time and working out the compromises between differing demands is exhaustive and not overly rewarding.

In recent years there has been much publicity about changes in education. Most literature and the experience of the author would indicate that as educators we have not only deluded the public but ourselves as well. Real change has occurred and is occurring but only in a few classrooms in a few schools. Team teaching, integrated curriculum, etc. are topics which were never really understood due to inadequate time and explanation resulting in little significant interaction between teachers. Consequently, a sharp distinction exists between the real and the ideal.

Significant changes cannot be and will not be forthcoming unless a concerted attack is made upon all contributing elements simultaneously. Education cannot be reformed if the personnel who serve it are not prepared to operate schools differently.

Among those teachers who were recruited in the late forties and early fifties is a group who have had little formal teacher training as a result of emergency certification procedures initiated at that time. This group still has fifteen to twenty years of service remaining. There is little incentive for these teachers to pursue formal course work. There is also little incentive for those who have master degrees or beyond. Another group of teachers has a smattering of courses but no depth in content or methodology. Young teachers, with three to five years experience, are ready to apply their experience to better strategies to help students learn. The in-service leader

must change his function. He must now be a "head coach" among the "pros".

The opportunity to teach under supervision ends with the pre-service program. Teacher educators do not have enough time to supervise all the students as well as they would like or as thoroughly as is needed. Associate personnel have not had the opportunity to determine clearly the role they play in this scenario. Again, this is a result of the lack of available time and, possibly consequently, the lack of an adequate program of instruction for them. Graduate courses in education have no supervised teaching component and there are many who claim that these courses have little relevance to the activities of the classroom.

There is no clear suggestion to teachers that growing to greatness as a teacher is a long and never-ending process. There is no incentive to feel this way either.

In-service education must provide for the continuing growth of teachers at all levels of experience and maturity. If the most experienced teachers are shortchanged, as so often happens because their problems appear to be less urgent, school systems will continue to lose their potential educational leaders. Teachers are ready to extend the learning of the student and are ready to build their own curriculum when they (the teachers) have experienced learning in some depth at their own level, when they have a solid knowledge of child development and of subject matter, and when they use it as a basis for their planning.

Sums of money are being expended under the guise of professional development. If they are reaping little harvest as the method is inefficient it is better to spend more, wisely, and gain or to spend none at all. (The latter is an unthinkable alternative). There is enough apprehension in the educational system without adding all the tension which accompanies job insecurity.

Finally, industry spends ten to twenty per cent of its resources on research and professional development. Recently the federal government

decided to encourage research and development through tax write-offs. "We can think of no good reason why a profession that offers services directly supporting the growth of human beings requires less time to prepare its members than MacDonalds Hamburgers requires of its professional staff".[3]

The Proposal

It is proposed that the Ministry of Education for Ontario develop and initiate a comprehensive professional development plan jointly funded by the Ministry and the teachers. This plan is in addition to the recommendations appearing in chapter 5 on professional development days and professional activity days. The present situation with respect to professional development could be maintained and this proposal introduced in addition or the entire scope of professional development could be organized into one co-ordinated master plan. All figures proposed in this section can be modified to fit the existing situation more appropriately as further study provides more specific and accurate figures. The figures used appear to be reasonably accurate and will suffice for illustrative purposes.

This comprehensive professional development plan (CPDP) provides for five months leave for each teacher every eight years. Again, the leave time can be lengthened and the cycle shortened if it appears to be advisable. Further comments in this vein will be avoided for brevity's sake. Financing is by a three per cent contribution yearly by the teacher as well as a three per cent contribution by the province. A number of lead years (pay-ins but no pay-outs) are possible but the CPDP could be initiated the first year on a pool basis (a share of the money received each year). The individual teacher would develop a long range plan and maintain a list of professional development activities undertaken and proposed. This would be submitted with the request to the board's director of education for approval. Parameters, such as phasing-in, etc., would be determined by the province. A co-ordinator of professional

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[3] Mark Cherniak, Guidelines for a More Reality Based Teacher Preparation Program (Amherst: Massachusetts University School of Education, 1974) p. 1.

development for the province would be advisable and could act as an ombudsman in disputes between teachers and the director in the matter of leaves. It is not expected that the same activities which are presently being undertaken after hours and during the summers would be undertaken during the leave period. In fact, it might be stipulated that such could not be the case except to satisfy degree residence requirements. Also teachers could be expected to show some professional development activities executed on their own time as a pre-requisite to being granted leave.

Rationale:-

The idea that teacher training consists of a period of initial training followed by continued training thereafter is more or less universally accepted. This, however, does not imply a mere connecting up of further training to the final stages of basic training in terms of content. Practicing teachers have acquired very different basic training at different periods and have acquired a wide variety of pedagogical experience. It would be, nonetheless, very fruitful to co-ordinate the activities of in-service staffs and pre-service staffs. It appears logical, therefore, that teacher preparation staffs be deeply involved in the CPDP - involved in the planning, executing and administering. The establishment of an intern-extern program for students, new teachers and associate teachers leading to an MAT degree is one possible avenue and, it must be emphasized, only one.

Indications are that teacher education staffs are eager to undertake such work since it would not only provide stimulus for advanced level work but also would facilitate feedback on the effectiveness of pre-service work. In addition it would strengthen the existing links with teachers in the field and would provide a healthy mix of theory and practice.

Teacher preparation institutes should be called upon to a much greater extent to fulfil existing needs in professional development. This should especially be so for courses of a longer duration (4 - 5 months), for those involving associate personnel, and for new teachers. If teacher centres

are also introduced pre-service personnel could provide the supervisory function here as well.

Professional development is part and parcel of the duties of a teacher. Even when it takes the form of personally beneficial studies in free and voluntarily chosen courses, its purpose and raison d'être still concern the improvement of the educational system for students. The Swedish situation has shown that voluntarily chosen studies undertaken relative to a national policy are the best. One could establish reference criteria similar to those mentioned in Grady's Towards a Personalized Competency Referenced Model of Teacher Education on a provincial basis, including policy directions, and let teachers develop their own personal program relative to these criteria. The individual teacher could demonstrate, if required, how certain criteria had been accomplished and prioritize those he/she wished to yet accomplish. This mixture of broadly-based decisions (reference criteria) and personal decisions (teacher choices) appears to be the best possible approach. Implementation is possible in September 1979 after a year of detailed study of the mechanics of the plan and the establishment of reference criteria.

The teachers have a significant stake (three per cent of salary per year) in the plan and have a great deal of benefit to gain. The cost to boards will not be increased (probably decreased) and the provincial contribution should be approximately the same. This is detailed in the section on financial discussion of the model. Each has a say in professional development activities- the province, the board, the teacher - with the responsibility resting with the teacher. Professional development activities would not be legislated, would be freely chosen, would be co-ordinated within some provincial policy, and would be individualized. Job opportunities are significantly increased at all levels (see the model).

The teachers are more conscious of their civic responsibilities as well as their responsibilities to their colleagues and hence would probably be agreeable to the plan. Governments have a responsibility to the welfare of society and hence have an interest in reducing unemployment.

This plan compares with Australia's plan of twelve weeks every five years and Sweden's one year every five years at seventy-five per cent salary. It also compares with proposals presently being considered in other countries.

The Model:-

Assumptions:-

approximately 100, 000 teachers in Ontario at the elementary and secondary level

approximately 8, 500 "surplus" teachers between 1975-1985. (This is modified by those entering and leaving the profession.)

average salary $16, 000

U. I. C. benefits - approximately $8, 300 yearly (one year maximum)

Welfare benefits - approximately $4, 500 yearly.

To achieve a five month leave every eight years one would need a contribution of one-sixteenth of salary per year (6. 25%). It is assumed that six per cent might be sufficient since some teachers would not draw on the plan due to maternity, retirement, natural attrition, withdrawing from teaching for other jobs, and since there would be some interest on the pool (especially on the surplus from the first few years). Therefore it is proposed that teachers contribute three per cent of their salary yearly and the province contribute a matching amount on a yearly basis.

Financial discussion of the model:-

For the average teacher in this model, the yearly contribution would be $480 per year for eight years for a total cost of $3,840. This same teacher would receive a one-half year (five months) leave at a value of $8,000. For the teacher it is a very good investment. The $480 yearly would not be taxed but the salary received would be. This doubling (approximately) of investment in eight years is in keeping with current safe investment yields.

For the unemployed, we see that the CPDP would require one-sixteenth additional staff to replace those teachers on leave, i.e., 6,250 additional teachers per year. This compares favourably with the expected number of surplus teachers presently gestimated.

For the government the fiscal situation is more complicated. The province would contribute $480 x 100,000 teachers = $48 million yearly. (This compares favourably with Sweden where over $50 million is spent on professional development for 110,000 teachers NOT including the salaries of those teachers on leave. Approximately fifteen per cent of the total salaries paid to teachers would be necessary to fund the leave arrangement in Sweden.) Benefits resulting are detailed as follows:

U.I.C. savings $8,300 x 6,300 people = $52.3 million

or

Welfare savings $4,500 x 6,300 people = $28.3 million

Federal tax gained from full employment approximately $1,800 x 6,300 = $11.34 million

Provincial tax gained from full employment approximately $900 x 6,300 = $5.67 million.

On a strictly provincial basis we have an expenditure of $48 million with a return of approximately $34 million providing a net cost of $14 million for 6, 300 new jobs or an average cost of $2, 222 net (a very favourable cost). Not included of course are the economic benefits and tax revenue (sales tax, etc.) gained by the higher level of spending resulting from these new jobs and the higher salaries accompanying them. On a strictly federal basis we have no expenditure providing a gain of $63. 64 million. It would appear highly likely then that the federal government would be amenable to sharing in the cost of the program. On a combined federal-provincial basis we have a cost of $48 million with a direct return of between $45. 3 million and $69. 3 million depending upon whether the individual is on U. I. C. benefits or welfare benefits.

It would appear, therefore, that the CPDP could operate on a no-cost basis with a combined federal/provincial involvement and possibly even result in a net saving of as high as $21 million.

Other financial considerations are present. The teachers on leave will be enrolling in new courses and hence additional income in the form of tuition fees will be present. In addition professional and support staffs at various institutions would be maintained or increased further reducing unemployment, further reducing U. I. C. and welfare benefits and increasing direct and indirect federal/provincial revenues through taxes. Savings would also come from U. I. C. premiums paid and from the reduced number of subsidies required for O. H. I. P. premiums and the like.

If present educational institutions were used for the CPDP activities then since one staff member could deal with fifteen teachers each term there would be 210 staff members required (either retained or hired). At an average salary of $30,000 this would cost $6.3 million. Some of this would be offset by tuition fees of course (even $500 for the term would yield $3.15 million).

At the board level the teachers on leave would be replaced, for the most part, by beginning teachers whose average salary is approximately $11,000. Therefore at the board level there would be a board saving of $32.25 million and thus the savings would be passed on to the local ratepayers and to the provincial treasury as less grant would be required.

At even a fifty per cent grant level this would save $16 million to the provincial treasury and would wipe out the $14 million cost, if this were strictly a provincially funded plan.

At the provincial level some of the existing money spent on professional development could be reassigned to this plan further reducing the net cost to the province. Reassigning funding from an ad hoc basis to a planned basis is a very sensible approach.

An exact determination of costs and benefits is beyond the scope of this paper both in time and available statistics. The author is prepared to delve into this matter more thoroughly if it is so desired. The author is also available on a consultative basis to provide a more detailed explanation of any point.

Benefits:-

1) reduced unemployment
2) improved morale (teacher and student)
3) little, or no cost - possibility of a saving at provincial level
4) saving at the federal/provincial level
5) improved teaching
6) better schools for students
7) greater societal potential
8) reduced welfare and social service costs
9) possible reduction in judicial and penal costs
10) incentive for teachers to pursue studies
11) a vehicle provided to effect change in the schools
12) personalized program
13) minimum administrative costs
14) less disruptive to student than present professional development days and ad hoc programs
15) provides non-monetary incentives to teachers
16) provides for entire school staffs to be "off" if a realignment is necessary (e.g. introduction of open education, etc.)
17) co-ordinated plan
18) more cost efficient
19) provides opportunity for "good" teachers to "advance" (without cost) temporarily as they "teach" others. This provides an alternative to the diminishing possibility of vertical advancement (with allowances). It is expected that not all teachers would be involved in institutional courses and therefore something like teacher centres would develop. Simply stated, the CPDP would provide mobility and non-monetary incentives for teachers to compensate for reduced vertical mobility.

20) more effective professional development since teachers would be free of coincident teaching responsibilities

21) development of better course outlines and guidelines

22) continuous professional development

Other consideration

Many variations are possible in the CPDP but are not included in this report as they would tend to confuse the reader as he/she tries to assimilate the proposal. Let us give only one example for illustrative purposes to indicate how objectives can be combined. Place a newly graduated teacher in a school with four teachers who will be on leave during the next two years. This new teacher takes the place of each teacher for five months while he/she is on leave. The departing teacher will provide some direction to the replacement and, therefore, more guidance will be available to the new teacher than is usually the case. In addition, in-service personnel could continue to visit the new teacher providing assistance and possibly even some seminars or classes could be arranged.

The establishment several years ago of OTEC, with its retention under direct Ministry control, provides the Ministry with an excellent effective vehicle. It can be used to bring about change directly, to display and provide leadership, to provide direction by example, and to initiate change in other programs without interfering with university autonomy. This can be accomplished by making the change in the OTEC programs and letting job competition dictate the changes at other institutions. (This has been very effective in the U. S. A.)

The CPDP can be phased in immediately on a selective basis. The possibilities are numerous and include the following. One could begin with those who express an interest in staffing teacher centres or other board professional development programs. One could begin with administrators in order to sensitize them to the situation. One could begin with those who

would guarantee a certain number of years of further service. One could begin with those involved in new programs in a particular school or board, even providing for an entire school staff to be off for five months. One could begin with in-service for associate personnel. These could be identified on the basis of their own willingness, the recommendation of the principal and/or administration and the assessment of the teacher preparation institution as to its needs, the type of situations required, the suitability of the individual, etc.

It is not the intention the CPDP be the only professional development activity. On the contrary, the three mandatory professional development days recommended earlier are expected. In addition, some of the alternatives could be combined with the CPDP very effectively. An instance of this is given by the more complex illustrative example.

The CPDP appears, to this author at least, to be the best alternative available in the present circumstances. Declining enrollment is a reality. Surplus teachers are a reality. Inadequate professional development is a reality. Poor morale with all its attending problems is fast becoming a reality. Action must be t aken. In discussions with ministers of education of other countries at the United Nations sponsored I. B. E. in Geneva in 1975, this author determined that in developed countries there was a great concern for professional development of teachers and in virtually every case government funded programs were being considered. In fact, the professional development of teachers appeared to be the greatest concern for developed countries. The CPDP, as proposed, brings a new dimension to education in Ontario at very little cost - possibly even at a saving. Adoption of CPDP would maintain for Ontario a position of leadership in education in the world.

Summary Of The Recommodations

1) That professional activity days be separated from the professional development days and so designated.
2) That the number of professional development days per year be struck at three on the basis of one day for school-based professional development, one day for system-based professional development and one day for teaching associations/profession-based professional development.
3) That the number of professional activity days required to effectively administer a given school system be determined by the board concerned on a yearly basis.
4) That the date of professional activity and professional development days be chosen so as to provide for a reasonable likelihood of benefit to the educational system and not on a basis of "convenient" days.
5) That regulations be developed to ensure that activities on regular school days are in keeping with the spirit and intent of these instructional days, namely, that meaningful educational activities are to take place for the majority of the students for the majority of the day. Here majority means more than simple majority, almost all students should be involved.
6) That officials and the media refrain from referring to professional activity and professional development days as "days off".
7) That professional development be continued in a systematic, organized and co-ordinated manner through means other then professional activity and professional development days. Alternatives are provided in chapters 8 and 9.
8) That all involved strive to obtain maximum benefit from the time allowed.
9) That early closings, such as for athletic events, be discouraged.

10) That co-ordination between pre-service and in-service be initiated.

11) That more time and funds be provided for professional development. (This need not mean more NET time or funds, see chapter 9.)

12) That the Ministry of Education show leadership in the area of professional development.

13) That the OTEC be maintained to provide a short reaction time to determined needs, to display leadership in professional education, to provide alternatives to the market place and to provide a fast and effective method of bringing about change.

14) That all those involved in education guard against viewing retrenchment as entrenchment.

15) That a study of the alternatives listed in chapter 8 be initiated to determine those which might be adopted.

16) That a co-ordinator of professional development be appointed for Ontario with an auxiliary function of professional development ombudsman.

17) That an indepth study be initiated to carefully examine CPDP with a view to possible adoption. (see chapter 9)

18) That the CPDP be adopted. (see chapter 9)

19) That one teaching certificate be adopted for the elementary and secondary levels together with a teacher's record card. This would facilitate transfers of teachers from one panel to another and provide a vehicle for recording professional development activities as well.

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